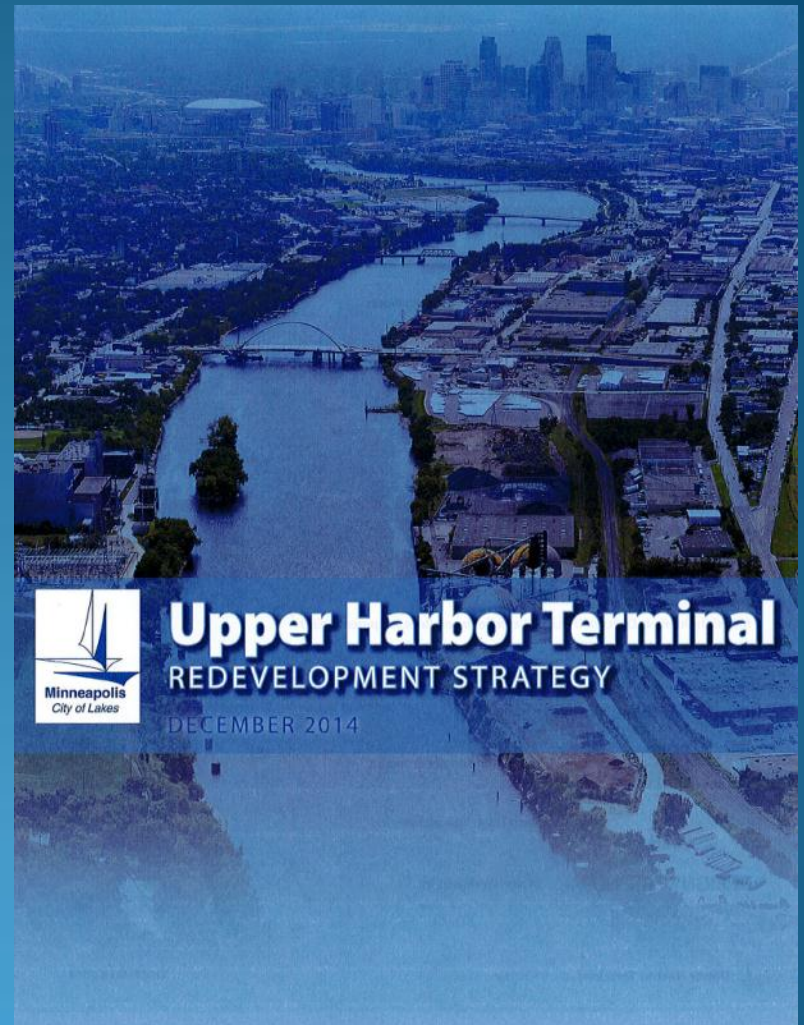


# Upper Harbor Terminal Study

Summary and  
Frequently Asked  
Questions

February 2015





## What is the Upper Harbor Terminal?

- City-owned 50 acre parcel along Mississippi River in North Minneapolis.



- Has been operated for decades as an inter-modal barge shipping terminal, but soon will be redeveloped for new uses that better meet City's goals.



Site includes large outdoor storage areas and multiple structures. Due to site's connection to city's commercial navigation history, 2007 historical consultant study found that site's improvements are eligible for historical designation.











## Why was the study completed?

- *Above the Falls Master Plan Update* (approved by City Council in 2013; see plan at right) indicates that the site should be redeveloped for high quality, job-creating business park and mixed-use development and an attractive riverfront park.

Intention of study was not to re-evaluate this land use guidance, but instead to build upon it.

- Study also was not intended to explore park amenity concepts, as future Park Board-led public process(es) will do that.

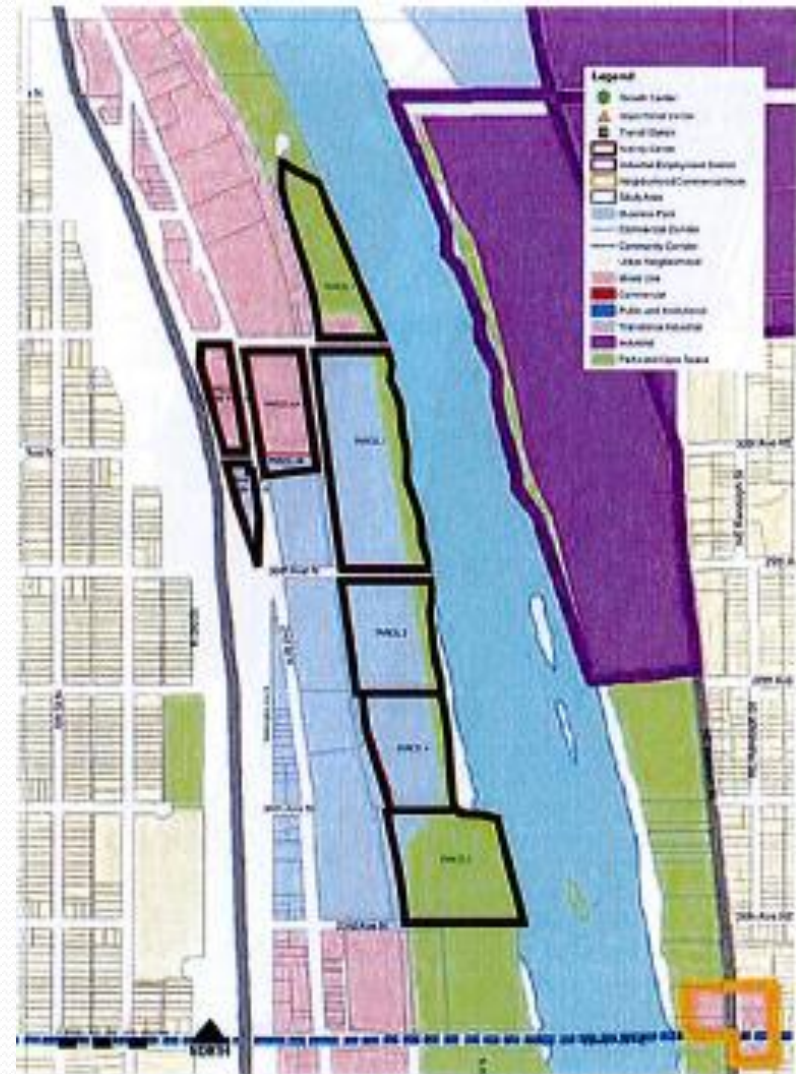
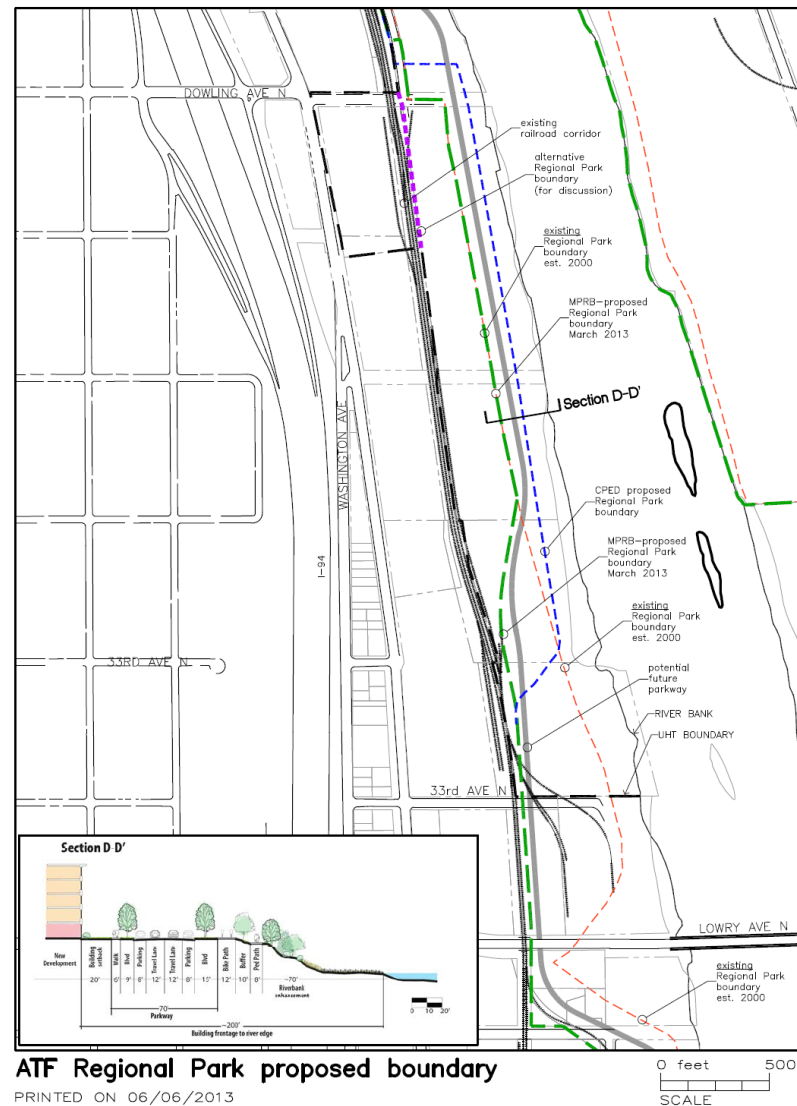


Figure 2-4. Future Land Use Map



- Primary goal of study was not to arrive at one preferred development plan, but evaluate what can fit on constrained site. This will assist City and Park Board in deciding how to divide site between park and development in a balanced manner.
- Secondary goal was to identify needed park and other public improvements (including cost estimates) and gather other base info needed to formulate an implementation plan and funding strategy.





## Who was involved with the study?

### Consultant team:

- Led by Hoisington Koegler Group, Inc. (HKGi)
- Short Elliott Hendrickson, Inc. (SEH)
- Design Workshop

Consultant team worked with inter-agency staff advisory team that included:

- CPED
- Public Works
- Development Finance
- City Attorney's Office
- Park Board
- Hennepin County
- DEED

## What did the study explore?

To achieve these goals, study:

- Gathered updated information about existing site conditions and plans and studies that will inform development.
- Researched similar projects in other communities.
- Did “test fit” analyses of three possible scenarios that used various assumptions, with initial projections of development/job potential and cost estimates for public and park improvements.
- Explored possible phasing.



### ZONING AND LAND USE

The following is a brief summary of existing zoning and land use designations on the Upper Harbor Terminal site, as well as future land use designation guided for the site by the *Minneapolis Plan*.

#### Existing Zoning

- **I1: LIGHT INDUSTRIAL DISTRICT** - The I1 Light Industrial District is established to provide clean, attractive locations for low impact and technology-based light industrial uses, research and development, and similar uses which produce little or no noise, odor, vibration, glare or other objectionable influences, and have little or no adverse effect on surrounding properties.
- **I2: MEDIUM INDUSTRIAL DISTRICT** - The I2 Medium Industrial District is established to provide locations for medium industrial uses and other specific uses which have the potential to produce greater amounts of noise, odor, vibration, glare or other objectionable influences than uses allowed in the I1 District and which may have an adverse effect on surrounding properties.

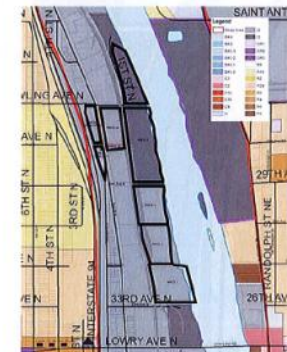


Figure 2-2. Existing Zoning Map





## What guiding principles informed the study?

Redevelopment of the UHT site should:

- Provide **flexible sites** that can accommodate high quality development to help meet City's adopted Grow North jobs goal and contribute to City's tax base.
- Create a **first-class regional park destination** to serve North Minneapolis residents and visitors from a wider area, including extension of Grand Rounds system along riverfront and high quality park amenities.
- **Respect history** of site through preservation of its unique heritage and character.
- Capitalize on **river experience**, and **enhance environmental corridor**.
- Create **strong and welcoming connections** between site and community, North Mississippi Regional Park and key transportation routes.

## What initial conclusions did the consultant/staff team arrive at?

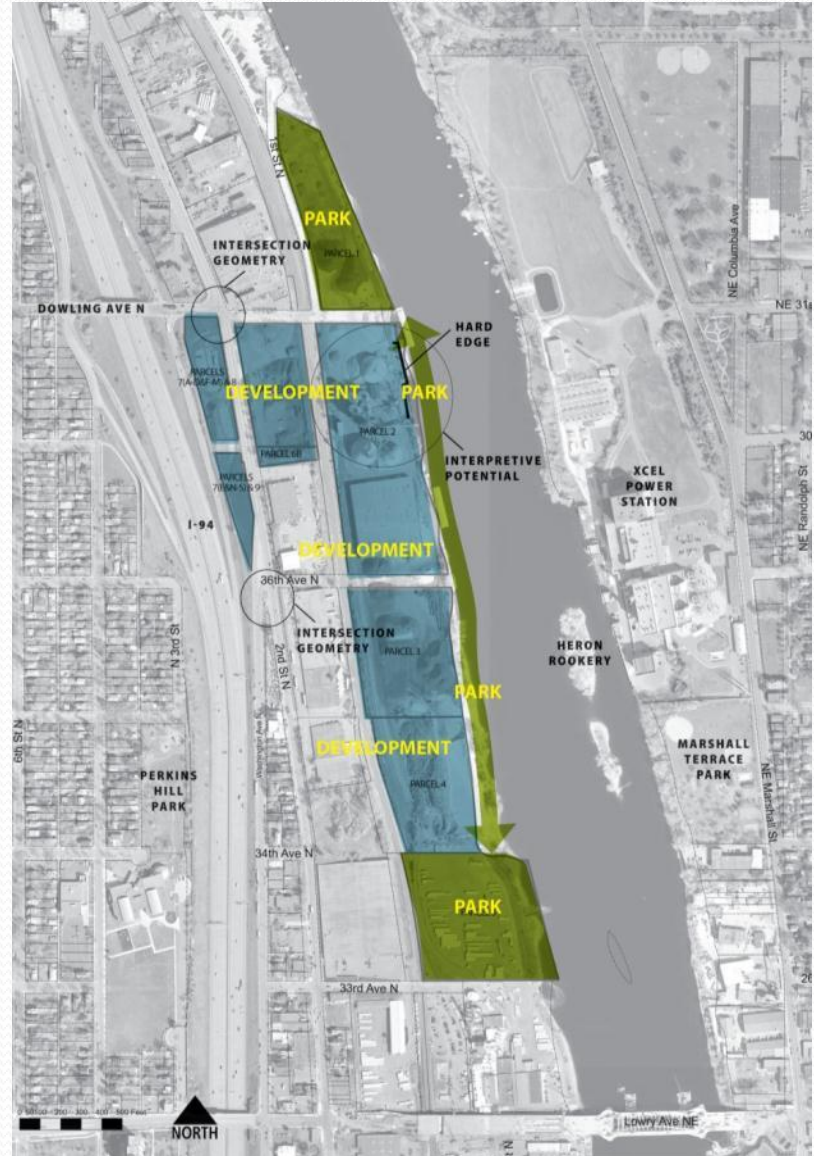
- ***Improve Dowling Avenue*** to serve as primary gateway to site from community and freeway/street network.
- ***Create a unique destination*** at Dowling and River that attracts both community residents and employees of adjacent existing and future businesses.
- ***Respect unique history of site*** and explore whether any existing structures (including seawall) can support feasible new uses to help provide desired destination and create an identity/brand.



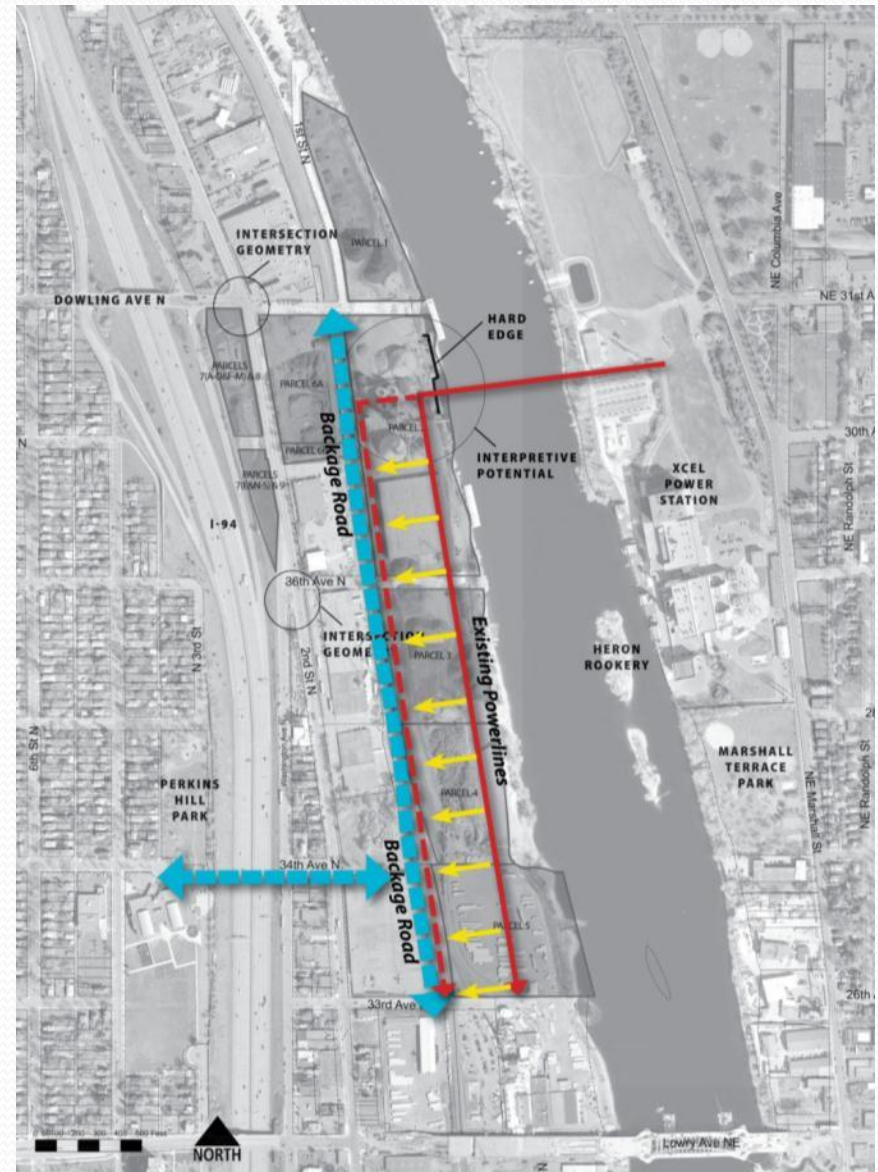


- Balance and optimize land reserved for both park and development by ***concentrating park areas at northern and/or southern ends of site*** to allow more options for significant park amenities. ***Linear park corridor*** between those park areas should provide pleasant parkway/trail connection and shoreline restoration (with possible exception of seawall segment if it will be preserved), but be compact to ***preserve adjacent development parcel sizes in middle portion of site***.

Additional thinking needed to further refine park and development concepts and how they can creatively work together.

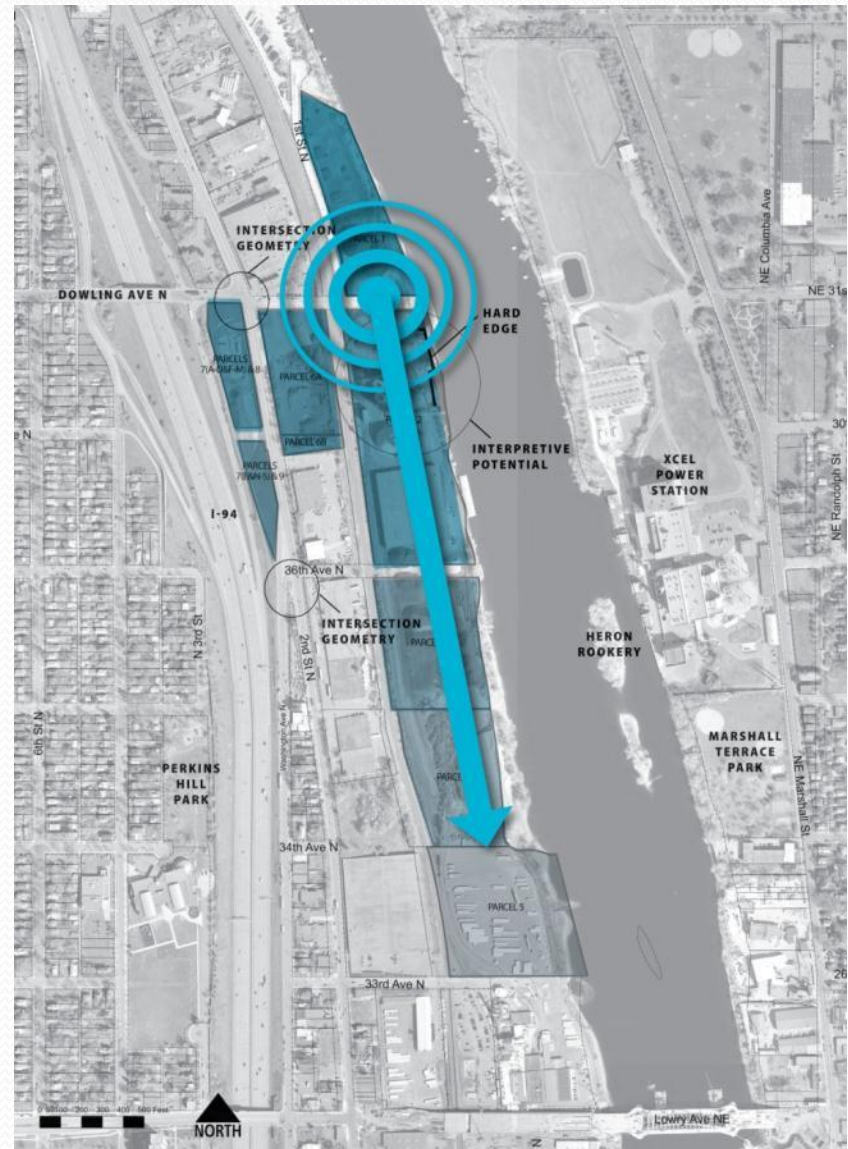


- **Relocate existing transmission power line** back to rail corridor
- Pending cost-benefit review, **provide a “backage” service road/utility corridor** next to rail corridor from Dowling to either 34<sup>th</sup> or 33<sup>rd</sup> to serve riverfront development parcels and minimize truck traffic impacts to river/parkway experience
- **Extend 34<sup>th</sup> Ave. N** at southern end of the site to 2<sup>nd</sup> Street N., if feasible, to provide another access point to site, and explore a possible bridge across I-94 at 34<sup>th</sup> Ave. N. to provide a second strong connection from community to site and riverfront.





- Start both private and park redevelopment at northern/Dowling end of site and then work south
- Build on existing vision and design guidelines established in *Above the Falls Master Plan Update* and *Above the Falls Regional Park Master Plan*
- Aim for efficient, intensive use of site's development potential to maximize jobs, taxes and activity. If structured parking to achieve greater development intensity is not immediately feasible, design initial development phases to allow for later intensification by replacing surface parking with structured parking (and enhanced transit connections).



## Study explored three concepts with varying assumptions:

### Concept One:

- Emphasizes development potential
- Structured parking to increase density
- Relocated power line
- Parkway and backage access road, Dowling to 33<sup>rd</sup> Avenue N
- Seawall preserved

### Concept Two:

- Most existing structures, including seawall, preserved
- Power line remains in place
- Parkway also provides service access

### Concept Three:

- Larger park areas at north and south
- Relocated power line
- Parkway and backage access road, Dowling to 34<sup>th</sup> Avenue N
- Seawall removed



Concept Three illustration



## What are the possible costs and benefits of this major redevelopment effort?

<b>PUBLIC BENEFITS:</b>	<b>Concept One</b>	<b>Concept Two</b>	<b>Concept Three</b>
Park area	13.4 acres	18.0 acres	22.6 acres
Preservation area		10.2 acres	
Development parcels	30.4 acres	21.4 acres	25.0 acres
New development	1,132k sq. ft.	538k sq. ft.	514k sq. ft.
Job estimate	4,200 jobs	1,369 jobs	1,861 jobs
Priv. dev. investment*	\$230M	\$110M	\$100M
Priv. dev. land proceeds*	\$8.6 - \$18.5M	\$6.1 - \$13.1M	\$7.1 - \$15.2M
<b>PUBLIC COSTS:</b>			
City public improvements	\$11.7M	\$4.9M	\$10.7M
Park improvements (basic)	\$10.6M	\$9.2M	\$12.2M
Park land value*	\$3.8 - \$8.2M	\$5.1 - \$11M	\$6.4 - \$13.8M
* Calculated by staff; not part of redevelopment strategy study; land costs based on 2013 appraisal and 2014 EMV	Does not include cost of structured parking to increase development density	Does not include costs of historic preservation or disposition of Parcel 2 preservation area	

## What might be the next steps to implementation (by City and Park Board)?

Activities that will need funding shown in **bold green**:

### **Near-term strategic steps (i.e., next one to two years, if funded):**

- Seek community and policy-maker input on initial conclusions, and identify concept/design process for reaching shared vision.
- Work to clarify feasibility of preserving existing structures for adaptive reuse, including completion of study, issuance of development request for proposals and any further **evaluation**.
- If any improvements are not needed for interim use and don't have adaptive reuse potential, explore availability of **demolition** permits.
- Explore benefits of and market for various types of business park uses.
- Start process to identify both a permanent destination use(s) at Dowling and River and temporary destination use(s) to activate north end of site.
- Informed by above, create "business park" zoning category, and rezone.
- Explore what would be needed to enhance both Dowling and 34<sup>th</sup> Ave. N. as connections to community.



- Reach as much clarity as possible on a mutually approved boundary between development and park land; seek Metropolitan Council approval; reach agreement as to general City-Park Board land transaction terms, including clarity as to timing.
- Complete a **Phase 1 and 2 environmental report and testing, plus geotechnical testing**.
- Reach consensus on public improvement package, including a **capacity/condition analysis of existing utility infrastructure**, additional cost/benefit review of options, **initial schematic design** to verify feasibility and refine cost estimates, and working with Xcel Energy to **design a relocated power line** and refine cost estimate.
- Develop a marketing strategy for development parcels.
- Identify and pursue potential funding tools and sources for public and park improvements.



To read the full study report:

[www.ci.minneapolis.mn.us/cped/UHTRedevelopmentStrategyReport](http://www.ci.minneapolis.mn.us/cped/UHTRedevelopmentStrategyReport)